

Message Text

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ACTION EUR-25

INFO OCT-01 ISO-00 CIAE-00 DODE-00 PM-07 INR-10 L-03

NSAE-00 NSC-10 PA-04 RSC-01 PRS-01 SPC-03 SS-20

USIA-15 SAM-01 ACDA-19 NIC-01 IO-14 EB-11 SAJ-01

SCI-06 TRSE-00 DRC-01 /154 W
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R 311715Z JAN 74

FM USMISSION BERLIN

TO AMEMBASSY BONN

INFO SECSTATE WASHDC 2925

AMEMBASSY LONDON

AMEMBASSY MOSCOW

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C O N F I D E N T I A L SECTION 1 OF 2 BERLIN 0203

E.O. 11652: GDS

TAGS: PGOV, MOPS, WB. GE

SUBJECT: GDR TRAFFIC CONTROLS OF JANUARY 26

REF: BONN 01640 (NOTAL)

1. SUMMARY: IN ASSESSING LAST WEEKEND'S IMPOSITION
OF TRAFFIC CONTROLS BY FRG, WE ARE ALSO OF THE VIEW
THAT WHETHER OR NOT GENUINE SEARCH WAS BEING STAGED
FOR FUGITIVES, PRINCIPAL GDR OBJECTIVE WAS DEMONSTRATION
AGAINST FRG CABINET DECISION ON ESTABLISHMENT OF
ENVIRONMENT AGENCY IN WEST BERLIN. WE AGREE THAT
APPROPRIATE WEST GERMAN REACTION IS TO PROTEST
VIOLATION OF TRANSIT AGREEMENT, BUT SUPPORT GOVERNING
MAYOR'S VIEW THAT IT WOULD ONLY BE PLAYING GDR GAME
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TO TIE TWO ISSUES TOGETHER WHEN GDR HAS AVOIDED
DOING SO. DEMAND FOR QUADRIPARTITE CONSULTATION,

IN TURN CARRIES RISK OF OPENING FORUM IN WHICH SOVIETS WOULD ATTEMPT TO RENEGOTIATE ASPECTS OF QA TO WESTERN DISADVANTAGE. END SUMMARY.

2. AS WE REFLECT ON LAST WEEKEND'S EVENTS IN LIGHT OF ALL INFORMATION NOW AVAILABLE, IT APPEARS THAT EXTRA-ORDINARY CHECKS IMPOSED BY GDR ON VEHICULAR TRAFFIC HAD ALL APPEARANCES OF SEARCH FOR DANGEROUS FUGITIVES: GDR, AS WELL AS WEST GERMAN AND WEST BERLIN VEHICLES WERE STOPPED AND SEARCHED; CHECKS WERE IMPOSED IN EAST BERLIN AND GDR AS WELL AS ON TRANSIT ROUTES; BARRIERS, WHICH VARIED IN NATURE FROM PLACE TO PLACE, WERE HASTILY THROWN TOGETHER AND WERE MANNED IN GREATER STRENGTH THAN WOULD NORMALLY BE EXPECTED FOR MORE ROUTINE PURPOSES. NONETHELESS, CHECKS CAME IMMEDIATELY ON HEELS OF CABINET DECISION TO ESTABLISH FEDERAL ENVIRONMENTAL AGENCY IN WEST BERLIN, WHICH IN TURN WAS PRECEDED BY REPEATED SOVIET AND GDR THREATS THAT FRG AND SENAT WOULD HAVE TO BEAR CONSEQUENCES OF SUCH ACTION; NIER IN HIS CONVERSATION WITH GAUS JANUARY 22 NARROWED FOCUS OF THREAT TO TRANSIT ROUTE TRAFFIC.

3. BUT, LEAVING ASIDE QUESTION WHETHER FUGITIVES EXISTED OR WERE CREATED FOR OCCASION, WE BELIEVE GDR TRAFFIC CONTROLS MUST BE REGARDED AS FORM OF RETALIATORY ACTION. UNTIL IT REPLIED ON JANUARY 28 TO FRG MESSAGE IN TRANSIT COMMISSIONER CHANNEL, GDR MADE NO EFFORT TO CLARIFY WHAT ITS PURPOSES WERE AND SEEMED MORE THAN HAPPY TO LEAVE THEM VAGUE AND HAVE WESTERN SPOKESMEN INTERPRET EVENTS. FOR REGIME THAT PRIDES ITSELF IN HAVING TIGHT CONTROL OVER PERSONNEL AND THEIR MOVEMENT, CHECKS SEEMED TO HAVE BEEN ENFORCED IN UNNECESSARILY WIDE AREA WITH GREATER SHOW OF FORCE THAN WARRANTED. THERE MAY OR MAY NOT HAVE BEEN FUGITIVES (DESERTERS?) AT LARGE, BUT GDR WAS MORE THAN EAGER TO FLEX ITS MUSCLES ON AUTOBAHN.

4. MOREOVER, TRAFFIC CHECKS WERE REINFORCED ON POLITICAL FRONT JANUARY 29 BY GDR PREMIER HORST SINDERMAN, CONFIDENTIAL
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WHO ADDED NEW WRINKLE TO EAST GERMAN EFFORT TO VITIATE, BY INTERPRETATION, QA PROVISIONS ON TIES BY CONTENDING THAT "AS IS WELL KNOW, FOUR POWER AGREEMENT ON WEST BERLIN PROHIBITS (UNTERSAGT) FEDERAL PRESENCE" IN CITY. SINDERMAN'S FORMULATION WAS CONSIDERABLY MORE CATEGORICAL THAN EARLIER EAST GERMAN CLAIMS THAT QA PROVIDED FOR REDUCTION (ABBAU) OR CURTAILMENT (EINSCHRAENKUNG) OF FEDERAL PRESENCE, AND INDICATES CLEAR ESCALATION IN GDR ATTEMPTS TO KEEP BONN ON DEFENSIVE RE ITS ACTIVITIES IN WEST BERLIN. (SINDERMAN ALSO LAUNCHED SCATHING

ATTACK ON FRG BANKS DEALING IN GDR CURRENCY,
LABELING 1:4 DM-TO-EAST MARK EXCHANGE RATE A CAPITALIST
PLOT "TO SABOTAGE THE IMPLEMENTATION OF AN EXISTING
AGREEMENT"--A COMMENT WIDELY INTERPRETED HERE AS
VEILED SUGGESTION THAT GDR MAY BE PREPARED TO REDUCE
RECENTLY INSTITUTED RAISES IN MANDATORY EXCHANGE
REQUIREMENTS FOR WEST GERMANS AND BERLINERS VISITING
GDR AND EAST BERLIN SHOULD BONN AGREE TO BAN COMMERCIAL
TRADING IN EAST MARKS IN FRG.)

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C O N F I D E N T I A L SECTION 2 OF 2 BERLIN 0203

E.O. 11652: GDS

TAGS: PGOV, MOPS, WB. GE

SUBJECT: GDR TRAFFIC CONTROLS OF JANUARY 26

5. COMMENT: IN CIRCUMSTANCES, WE AGREE THAT FRG WOULD
APPEAR TO HAVE NO CHOICE BUT TO PURSUE IN TRANSIT

COMMISSION ITS COMPLAINT ABOUT CHECKS ON TRANSIT ROUTES
AS CLEAR VIOLATION OF TRANSIT AGREEMENT, WHICH LIMITS
SUCH STOP-AND-SEARCH PROCEDURES TO INDIVIDUAL CASES
WHERE THERE IS GROUND FOR SUSPICION. SENAT OFFICIALS
HAVE INFORMED US THAT THEY FULLY SUPPORT THIS
COURSE OF ACTION, BUT BELIEVE IT WOULD BE MISTAKE FOR
FRG TO RELATE CHECKS TO ENVIRONMENTAL AGENCY DECISION,
AS THEY FEAR SOME BONN QUARTERS ARE INCLINED TO DO. WE
AGREE THAT IT WOULD BE IRONIC FOR FRG TO TAKE ON
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BURDEN FOR SUCH LINKAGE, WHICH GDR UNDOUBTEDLY INTENDED,
BUT TO WHICH IT HAS PUBLICLY BEEN ABLE TO AVOID COMMIT-
MENT. WE ALSO BELIEVE IT WOULD BE MISTAKE TO PURSUE
SUGGESTION HEARD IN SOME QUARTERS THAT IF NO SATISFACTION
IS OBTAINED IN INNER-GERMAN CHANNELS, MATTER SHOULD BE
ESCALATED TO LEVEL OF QUADRIPARTITE CONSULTATION.
IN OUR VIEW, THIS MIGHT WELL LEAD TO ALLIES BEING
PUT IN POSITION OF PLAYING SOVIET/GDR GAME OF RE-
NEGOTIATING ASPECTS OF QA THROUGH INTERPRETATION.
(SINDERMANN'S COMMENTS PARA 4 ABOVE ARE BUT ONE
EXAMPLE OF RECENT EFFORTS OF THIS SORT, E.G., WEST
BELIN AS "PART" OF FRG VS "CONSTITUTENT PART;"
"NOT TO BE ADMINISTERED BY" VS "NOT TO BE GOVERNED BY;"
"VERBINDUNGEN" VS "BINDUNGEN," ETC.)

6. ACTIONS AGAINST ALLIED VEHICLES--TWO BRITISH AND ONE
AMERICAN--DID NOT AMOUNT TO MUCH, AND BRITISH INCIDENTS
WERE ROUTINELY PROTESTED AT CHECKPOINT LEVEL. (WE HAVE
SUBSEQUENTLY DISCOVERED THAT PRIVATE BRITISH TRAVELLERS
ARE INSTRUCTED TO SHOW FLAG ORDERS, INASMUCH AS THEIR
LICENSE PLATES ARE INDISTINGUISHABLE FROM ORDINARY UK
PLATES; GROUND FOR PROTEST WAS THEREFORE LIMITED TO
STOPPAGE AND SHORT DELAY OF VEHICLES.) SOVIET CHECK-
POINT COMMANDER IN RESPONSE INVENTED EXCUSE FOR STOPPAGES
BY CLAIMING EAST GERMANS HAD REPORTED DRIVERS WERE
DRUNK, BUT COMMENTED EAST GERMANS HAD NO RIGHT TO INTER-
FERE WHERE THERE HAD BEEN NO VIOLATIONS OF TRAFFIC LAW
AND THAT HE THOUGHT NO MORE SIMILAR INCIDENTS WOULD
OCCUR. (BRITISH WILL RESPOND FURTHER ON CLAIM GDR
OFFICIALS HAVE ANY RIGHT TO ENFORCE TRAFFIC LAWS.)

7. USCOB CONCURS.KLEIN

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